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ABSTRACT

The report of a seminar involving 13 Asian nations held to develop coordinated population education programs is presented. Following an introduction describing background, objectives, and participation, chapter 1 summarizes the reports on national population education presented by Afghanistan, Bangladesh, the People's Republic of China, India, Indonesia, Malaysia, Nepal, Pakistan, the Philippines, Korea, Sri Lanka, Thailand, and Vietnam. Divided into considerations of formal and non-formal programs, each summary lists specific courses, problems, and future directions. Chapter 2 presents major problem areas as well as existing and proposed intervention strategies for the coherence of formal and non-formal programs identified in the seminar. The chapter is divided into three parts, treating formal, non-formal, and coordinated programs. Chapter 3 summarizes recommendations made to participating nations and UNESCO. A list of participants, texts of major addresses, and the seminar agenda are included in six appendices. (LP)

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Population Education Programme Service

Strategies for the Coherence and Co-Ordination of Formal and Non-Formal Population Education

Report of a Regional Seminar on the Coherence of Formal and Non-Formal Population Education Programmes
16-23 May 1983, Bangalore, India

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INTRODUCTION

Background

Many countries in Asia and the Pacific have become aware of the adverse effects of population-related problems on development efforts and on the people's quality of life. Countries in the region have developed population education programmes as one intervention strategy to cope with population-related problems. Population education programmes in the formal and non-formal education sectors have been launched. However, much could still be done to improve the coherence and linkages of such programmes. Hence, this Regional Seminar.

Organizer

The Regional Seminar for the Coherence of Formal and Non-Formal Population Education Programmes was organized by the Unesco Regional Office for Education in Asia and the Pacific, with the Government of India as generous host, from 16 to 23 May 1983 at Bangalore, India. The Seminar was convened as part of the activity envisioned in the Unesco Project No. RAS/74/ED.1/UNFPA Project RAS/74/P02 approved for 1983.

Objectives

The main objectives of the Seminar were (i) to share experiences on the coherence and co-ordination* of formal population education programmes and non-formal population education; and (ii) to co-operatively design strategies for more efficient and effective linkages among different formal and non-formal population education programmes and between formal and non-formal population education programmes.

It was expected that as a result of the Seminar, population education could contribute much more to the realization of the population policies and the national development goals of the countries participating in the Regional Seminar.

Participation

Twenty-four participants from Afghanistan, Bangladesh, China, India, Indonesia, Malaysia, Nepal, Pakistan, Philippines, Republic of Korea, Sri Lanka, Thailand and Viet Nam took part in the deliberations of the Seminar. Four observers from WHO, IPPF, the Family Planning Association of India and the Department of Education in Tamil Nadu, also attended. (See Annex I for List of Participants and Observers.)

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*See operational definition of coherence and co-ordination on page 25.

Preparation of the seminar

The Seminar was preceded by a Technical Working Group consisting of three resource persons from India, Pakistan and Thailand, which met at the Unesco Regional Office for Education in Asia and the Pacific, Bangkok, from 9 to 13 May 1983. The Technical Working Group prepared one of the working documents of the Seminar, entitled "Coherence and Co-ordination of Formal and Non-Formal Population Education: Problems and Issues". The working paper consisted of four main parts, namely: (i) introduction of the problem areas; (ii) coherence and co-ordination of formal population education programmes; (iii) coherence and co-ordination of non-formal population education programmes; and (iv) coherence and co-ordination between formal and non-formal population education programmes.

Inauguration of the seminar

The Seminar was inaugurated by Dr. V.K.R.V. Rao, former Minister for Education, Government of India, at 10:30 hours on 16 May 1983. Dr. Rao stressed a number of points, inter alia that (i) the menance of rising numbers or the alarming rate of population growth is controllable; (ii) increase of crime rates; alienation and social unrest are due to increasing population pressures; (iii) faster rate of population increase in the developing and least developed countries has aggravated economic inequality; (iv) minimum level of standard of living or certain level of development is a pre-requisite to population growth stabilization; and (v) while population education can contribute to the solution of population problems it should be positive not negative in approach, i.e. it should be persuasive not coercive.

During the inaugural programme, Sri V. Krishna Setty, Director of Public Instruction, Bangalore, welcomed the participants. A message from Mr. Raja Roy Singh, Assistant Director-General, Unesco Regional Office for Education in Asia and the Pacific was delivered by Dr. Leonardo de la Cruz, Regional Adviser on Population Education who also delivered a brief introduction. (See Annexes II and III.)

Dr. S.K. Tuteja, Director, Directorate of Adult Education, New Delhi, delivered the vote of thanks.

Election of officers

The following were elected officers of the Seminar:

Mr. S.K. Tuteja (India)	-	Chairman
Mrs. Rosa C. Mendoza (Philippines)	-	Vice-Chairman
Mrs. Rukhsana Hamidi (Pakistan)	-	Vice-Chairman
Miss Dong Eun Park (Republic of Korea)	-	Rapporteur

Agenda

The Seminar reviewed experiences with special reference to coherence and co-ordination of population education programmes based on the country reports, presented by the participants. The Seminar discussed the problems and issues of the coherence and co-ordination of separate formal or non-formal population education programmes; and between formal and non-formal population education programmes based on the working document prepared by the Technical Working Group. To allow for detailed deliberations of innovative strategies for more efficient and effective coherence and co-ordination of population education programmes, two working groups were constituted, one devoting attention to formal population education and the other to non-formal population education. The two working groups elected the following officers:

Group A - Formal population education

Mrs. Rosa C. Mendoza (Philippines)	-	Chairman
Miss Taksiah Shamsiah bte. Mohd. Shahar (Malaysia)	-	Rapporteur

Group B - Non-formal population education

Mrs. Rukhsana Hamidi (Pakistan)	-	Chairman
Mr. W.M.D.I. Wijeyamanne (Sri Lanka)	-	Rapporteur

(See Annex V for the Agenda of the Seminar.)

Closing programme

The Seminar held its closing programme at 11:00 hours on 23 May 1983, with Dr. T.N. Dhar, as the main speaker. The Chairman and other officers of the Seminar, as well as some of the participants made brief remarks.

Chapter One

COUNTRY EXPERIENCES ON THE COHERENCE OF FORMAL AND NON-FORMAL POPULATION EDUCATION: A SUMMARY

Population education programmes in many countries in Asia and the Pacific are now fully operational. Invariably, population education is now part of formal and non-formal education in these countries.

The participants from Afghanistan, Bangladesh, People's Republic of China, India, Indonesia, Malaysia, Nepal, Pakistan, Philippines, Republic of Korea, Sri Lanka, Thailand and the Socialist Republic of Viet Nam presented their country experiences in formal and non-formal population education, with special reference to coherence and co-ordination of these programmes.

Below are the highlights of the report from each of the countries represented in the Seminar.

DEMOCRATIC REPUBLIC OF AFGHANISTAN

Afghanistan has a very high illiteracy rate. Only about 23.5 per cent of the total population are literate. Seventy-three per cent of school age children are not attending school. It is for this reason that a General Agency for Literacy Campaign (GALC) has been created at the Ministry of Education.

Population education contents are integrated in six programmes of GALC, namely: (i) General Literacy Programme; (ii) Women's Programme; (iii) Agriculture and Co-operatives Programme; (iv) Complementary Education Programme; (v) Out-of-School Children Programme; and (vi) Follow-up Materials Programme.

The integrated population education curricula which was prepared in a 1982 curriculum and materials development workshop is yet to be elaborated on to ensure coherence of population contents among these six programmes at GALC.

There are also many government, and non-government organizations with information, education and communication or non-formal population education components in their family planning programmes, particularly the Family Guidance Association, the Ministry of Agriculture, the Ministry of Defence, Ministry of Health, the Ministry of Information, etc. There is a need to co-ordinate the non-formal population education activities of these organizations. It is proposed that the UNFPA and Unesco supported project, 'Family Health and Family Life Education through Mass Education'

will be the rallying point for the development of non-formal population education materials to be used by all these organizations. The project will also train key personnel on non-formal population education to help ensure coherence and co-ordination of programmes throughout the country.

In Afghanistan, the need for coherence and co-ordination between formal and non-formal population education does not arise as population education has yet to be introduced in the formal school system.

BANGLADESH

The Second-Five Year Plan, 1980-1985, recognized the urgency of the population problem. The Ministry of Education has been urged to introduce population education in the formal school system. Likewise, different ministries and divisions, other than the Ministry of Education, are offering non-formal population education programmes.

Formal education

The formal population education programme is mainly handled by the Ministry of Education, while the non-formal population education programmes are organized by different government, non-government, and voluntary organizations.

Co-ordination that now exists among the different units within the Education Ministry, i.e. Curriculum Development Centre, Textbook Board, Teacher Training Institutions, Inspection, Supervision and Administration and between training and actual classroom teaching needs to be strengthened.

The National Population Education Programme is reaching schools and colleges (both government and private) and lately the Madrasha schools. Since the Madrasha schools will be using the textbooks used in general schools which already include population education content, there is a need to strengthen the training of the teachers of Madrasha schools.

In Bangladesh, at present there are full-time District Population Education Officers (DPEO's) in every district of the country, who help facilitate coherence and co-ordination of population education activities from the central down to the district and school levels. However, limited travel funds sometimes prevent them from monitoring effectively actual teaching of population education in the schools. More active involvement of the existing Inspecting Officers and Teacher Training Institutions could further improve the coherence and co-ordination situation.

Non-formal education

Since there are several government and non-government organizations implementing non-formal population education programmes, intersectoral co-ordination has become a problem. These agencies have their own priorities and areas of emphasis with special reference to their

own programme thrusts. At present co-ordination exists at the higher levels but more co-ordination is needed at the grass-roots level.

There is no clear cut coherence in content and methodologies used by different agencies. Each organization has its own strategy of implementation. There is little linkage among non-formal population education projects even within a single organization.

PEOPLE'S REPUBLIC OF CHINA

In China, planned control of population growth is considered as the most important step towards attaining the country's four modernizations, i.e. industry, agriculture, science and technology and national defence. To help carry out the population policy and for the Ministry of Education to contribute to national development efforts, students in secondary schools, otherwise known as middle schools, are taught population education.

Formal education

Coherence of population education in the formal education system is a problem in view of the fact that only ten pedagogical institutes (out of about 30) and ten middle schools (out of about 100,000) were involved in piloting the population education programme from 1980 to 1982. Only about 8,000 teachers have been provided systematic training in population education from 1980 to 1982. Despite this, all middle schools implementing the new 6-year curriculum are required to teach population education. Since teachers have not been trained, there is lack of coherence in the content and methodologies used.

The lack of training/teaching and student materials is one of the main reasons for the lack of coherence in the content of population education being taught in different pedagogical institutes (teacher training colleges) and middle schools. In middle schools, where the materials developed by the national project are available, a broader view of population education, i.e. beyond family planning and birth control is taught.

In addition to a separate subject in population education offered in the middle schools, population content is also integrated with other subjects, namely geography, physiology and hygiene, biology, and political studies. However, in the absence of a scope and sequence in population education, coherence of population messages is a problem. It is planned to develop a comprehensive population education curriculum in the near future.

Non-formal education

Non-formal population education is being done by the State Family Planning Committee via films in movie houses, television, radio broadcasts, and the barefoot doctors. Many of these activities provide information, education and communication on family planning and birth control.

Formal and non-formal education

Coherence and co-ordination between the formal and non-formal education programmes is not a serious problem. The contents of formal and non-formal population education programmes cover family planning and population control. The fact that population education in middle schools has recently been broadened to include quality of life themes, while non-formal population education remains focused only on family planning and birth control ensures complementarity.

Perhaps, a unique feature of population education in China is the fact that middle school students who learn population education are expected to undertake social investigations (research) on population problems in their communes (communities) as well as to teach their family members, relatives and neighbours. Some schools have become propaganda centres for family planning. Exhibition halls and rooms on population education organized by schools are also open to the community.

The pedagogical institutes of various provinces and municipalities which are responsible for training middle school population education teachers, also undertake the training of family planning cadres. In some provinces and municipalities, training classes are held independently for full-time family planning cadres, or they are allowed to attend teacher training classes. Some population specialists in universities are often asked to give lectures in teacher training classes. Teacher training on population education in schools also gets support from other related departments outside the schools. Some pedagogical institutes also invite family planning cadres or cadres engaged in such work to give lectures which stress demographic policy and the country's population situation.

INDIA

Formal education

Although India has a population policy declaration of 1969, it is yet to have a national population education policy. There has been, of late, a growing realization about the need for the same and the government policies have been clearly supportive, but in its absence, full commitment or interest in population education programmes of important public functionaries is not ensured. This has also resulted in lack of co-ordination among different agencies and individuals engaged in population education programmes.

Family planning has been an official programme since 1951 and emphasized in the entire planning process of the country. The programmes of the Ministry of Health and the mass media advocate one or the other method of family planning. As a sequel to this, population education tends to be equated with family planning by many people, more so, as new innovative themes on population education are yet to be developed.

A National Population Education Project which was launched in April 1980, is being implemented in three phases and at present reaches 95 per cent of the formal school-going population. It is expected to cover the entire formal school system by 31 March 1985. The project was launched after the NCERT had developed curricula, materials and training methodologies for building population education components in the school curriculum, following the decision that population education was to be integrated through the existing school curricula without making it an additional subject. The University Grants Commission also circulated a package of 14 lectures on population education to be delivered to university students in an appropriate manner. However, no study has so far been made to evaluate the scope and sequence of the content of population education in the school curriculum nor has any study been done to test or evaluate its coherence.

Non-formal education

The vast majority of people are outside the university or formal school system. Until recently, only family planning education was being imparted both by governmental agencies and voluntary social organizations. These agencies compete among themselves for distribution of limited human and financial resources in the country and sometimes they operate within the same geographical area or cover the same target audiences. This overlapping has caused wastage of resources in certain cases, while plans needing substantial funding eliminate some smaller organizations with good programmes but a limited budget thereby causing them to become discouraged.

Although there is a National Steering Committee, which has representatives from different departments and voluntary agencies engaged in the population education programme, and similar bodies at the State level, there is no *nodal* ministry or department which has been charged with the responsibility of ensuring co-ordination and coherence between the participating agencies. There is also, therefore, no mechanism to ensure intra-sectoral co-ordination.

Efforts have been made by the Directorate of Adult Education to develop conceptual clarity of the issues involved in linking population education with adult education programmes. Training methodology has been given at various levels to enable population education to be integrated with adult education. These efforts have only been occasional and the materials developed have not been the result of a common approach to content objectives and methodologies. In view of the magnitude of the problem of adult illiteracy in the country, the different languages involved and the lack of resources and trained personnel, this problem has assumed acute proportions.

Formal and non-formal education

The source for funding the formal and non-formal population education programmes is the same. This puts a great burden on limited resources, which adversely affects co-ordination between these sectors.

Strategies for population education

There is no information about what is being done by different agencies in the field of materials preparation or what is available that can be used for the mutual benefit of all. A system to multiply and distribute visual materials of common use for formal and non-formal population education system does not exist.

Research and evaluation of the efficacy and efficiency of population education programmes has not been initiated so far. Such studies are bound to facilitate coherence and co-ordination of these programmes.

INDONESIA

The country has well defined population and population education policies which form the bases for the overall objectives of population education.

Formal education

Population education is mainly implemented to serve the public schools (government schools) in terms of materials development and training of teachers. However, more than 50 per cent of schools are private schools and only a very small number have a population education programme.

In addition to the population education projects at the Ministry of Education, projects have been launched in the subsidiary schools of Indonesia, such as the schools administered by the Department of Religion; Council of Churches; Muhammadiyah; and the Armed Forces. However, each project is developing its own curricular materials and training teachers for their respective schools. Research and evaluation in population education have been conducted by various institutions and projects. However, the results are not properly shared and utilized for improving or developing new approaches largely because of lack of inter-project co-ordination. There is a felt need for an institution which would compile, analyse and disseminate the results of the researches and evaluation studies to the relevant implementing units.

Non-formal education

A number of government, non-government and voluntary organizations are involved in non-formal population education. Their programmes and activities are co-ordinated by the National Family Planning Co-ordinating Board (BKKBN). However, BKKBN is also implementing population programmes, hence the need to clarify the role and functions of the co-ordinating agency.

Invariably, many agencies implementing non-formal population education programmes reach the same geographical area and target groups, hence the problem of overlapping of services and the consequent wastage of limited resources. Very often too, the target audience gets confused because of the inconsistent population education messages from different organizations.

Formal and non-formal education

Co-ordination of formal and non-formal population education is often easy to do at the highest level, but not at the grass-roots level. The activities of school teachers and field workers teaching population education are unco-ordinated.

In the face of limited financial resources, there is strong competition between organizations in getting funds for their programmes. This competition could perhaps be minimized if the different organizations involved in both the formal and non-formal areas could share and exchange materials, expertise and other facilities.

MALAYSIA

Formal education

It has been found that the infusion strategy substitution of examples approach has not been very satisfactory as it did not appear in the syllabus. Teachers did not feel sufficiently committed to teach population aspects because of this. It was, therefore, decided to develop a scope and sequence in population education from which to draw population content to be integrated in the syllabuses of different subjects. However, as the syllabuses of different subjects are not revised at the same time, the integration in some subjects lags behind and this creates gaps in the population education message.

Although the Population Education Unit is a part of the Curriculum Development Centre (CDC), Ministry of Education, co-ordination with the other subject departments is a problem. The strategy thus used to overcome this problem is to seek representation or membership on appropriate subject syllabus committees. However, those who frame the syllabus are not the one's to write the textbooks, hence the need to establish lines of communication with, and to give seminars to textbook writers and publishers.

Non-formal education

Since non-formal population education programmes are being implemented by various government, semi-government and voluntary organizations within the same geographical area, overlapping of services is a problem. In many instances, they cover the same target audiences. These agencies compete in obtaining funds. Moreover, visits by different agency personnel with the same or similar messages have irritated the target audience.

Different agencies in different sectors engaged in implementing non-formal population programmes, design activities for developing their own training and teaching learning materials, use of media, personnel training and research and evaluation studies. There is hardly any effective mechanism to co-ordinate inter-agency activities for sharing materials, equipment, training facilities, trained manpower and research

findings, which could enhance more effective implementation of the country's non-formal population education programmes.

It is generally recognized that continuous training in population education and extension techniques should be given to all categories of workers in order to increase and maintain their knowledge and the commitment of the field personnel to integrate population education into their activities.

Formal and non-formal education

The CDC has very little information about the latest research findings on the local population situation. It might be a good idea to provide a system of dissemination and retrieval of information and research results to overcome the problem. Perhaps the linkages existing in the Malaysian National Population Information Network system could be strengthened to allow for information flow from the University and other offices engaged in demographic research and population studies.

There are a number of strategies that are used and planned to enhance linkages between formal and non-formal population education. At the national level, the various population education programmes are linked through the National Family Planning Board (NFPB). This is carried out through a steering committee whose membership is made up of representatives of all organizations implementing population projects. The NFPB also co-ordinates formal and non-formal population education programmes. The information regarding the progress of each programme is sent to the NFPB in the form of quarterly and half yearly reports. This helps the steering committee to monitor the progress of the different components of the national population programmes. Regular meetings are held for all Project Directors to look into the areas of planning and co-ordination regarding personnel, training and development of curricular materials. Opportunities for linkages between and among the formal and non-formal population education programmes are ample in terms of exchange of expertise, in training, and curriculum and materials development.

NEPAL

To implement its population policy, which has become a component of Nepal's Five Year Plans, many population programmes, including population education have been launched. Some major problems of coherence and co-ordination are being faced and are briefly discussed below.

Formal education

According to the national population policy, the Ministry of Education and Culture (MOEC) is responsible for determining population education policies and objectives. There has not been any serious problem of coherence and co-ordination in this regard. Sufficient interest in population education specially for school level and higher education has been created in the MOEC and Tribhuvan University.

The population education project of the MOEC is implemented by four offices namely the Curriculum, Textbook, Supervision Development Centre (CTSDC), MOEC; Adult Education Division, MOEC; Institute of Education (IOE), Tribhuvan University; and the Curriculum Development Centre (CDC), Tribhuvan University. However, there is no full-time overall director of the project who could ensure coherence and co-ordination of all the population education activities of these implementing units.

While the project document clearly spells out the area of responsibilities of each of the implementing units, working in isolation is not conducive to efficient and effective implementation of the programme. There is a need for closer collaboration, for instance, between CTSDC (which develops the curriculum and materials and provides in-service teacher training) with the IOE (which provides pre-service training of teachers).

In the face of limited resources, there is a need for collaborative efforts in the development of materials. There is a need to share the expertise in population education, where there may be more in one implementing unit than others. For instance, IOE and CDC will soon have an expert each with a masters degree in population education. Their services should be made use of by the other implementing units.

The comprehensive curriculum covering the formal education system (primary, lower secondary and secondary), teacher education and higher education developed at a workshop in 1981 has yet to be tested rigorously for coherence. In non-formal population education, integrated curricula has been started, but is still quite inadequate.

There are so many non-formal population education projects, for example, those in the MOEC, Ministry of Agriculture, Labour, Panchayat and Local Development Social Welfare; Women's Programme, etc. However, there is very inadequate co-ordination, with the result that there is an unnecessary duplication of services and consequent wastage of limited resources. In addition, the messages of the non-formal population education programmes are often incoherent, if not inconsistent, which tend to confuse the target audience.

A Commission on Population has, however, been set-up to effect coherence and co-ordination of population programmes. However, there is a need for a co-ordinating mechanism at the middle and grass-roots levels, as well.

PAKISTAN

Formal education

There is a felt need for a clear statement on population education in the government's education policy. The Presidential directive to all government departments to support the population welfare programme

is a major step in this direction. It is also generally recognized that commitment needs to be institutionalized at all levels, ensuring that the approved policy of the government is implemented, specially by senior government officials. So far, all the initiatives in terms of formal population education have been taken by the Population Division. Coherence within the formal population education programme will only be possible once it is institutionalized with the establishment of the unit for population education within the Ministry of Education. Fortunately, the proposal for the unit for population education has been approved.

Those major concepts of population that are relevant to specific subjects and age groups have been included at the primary level, but have not been systematically developed at the higher levels. In response to this problem, a population-related curricula has been developed with texts for the middle and secondary stages which constitute a core component of the present national population education project of the Population Welfare Division. Very often programmes initiated and executed at the provincial level need federal approval for finalization (e.g. revision/changes in textbooks) and this can cause delay. It is hoped that the proposed unit for population education will prevent bottlenecks and delays in programme implementation.

Development of curricula for the various subjects is a federal activity while the development of texts is undertaken through the Provincial Textbook Boards. Very often the population education concepts identified in the texts fail to find effective/adequate expression in the textbooks. To cope with this problem, the National Population Education Project of the Population Welfare Division envisages (i) involvement of textbook writers in the process of curriculum revision/development; and (ii) orientation in population education of the textbook writers.

There is a need for a trained cadre of educational administrators, master trainers and teachers to ensure functional coherence of the population education concepts and the academic content. Envisioned are the training of master trainers and teachers through workshops in population education; the training of teachers through correspondence course; and the orientation of headmasters, education officers and other key personnel. There is paucity of instructional materials for teachers in the coherence of population education concepts and the contents of the subject areas. A number of activities are, therefore, proposed such as (i) revision of existing teachers guides on population education for primary teachers; (ii) development of guides for middle and secondary teachers; and (iii) development of teaching kits and audio-visual aids.

Non-formal education

There is no stated national policy on the place of population education in all non-formal population education programmes. Similar policy mandates are needed from those heading development programmes with a non-formal education component.

Interest and commitment is lacking, as is awareness of the role and importance of population education by the decision-makers and key personnel. There is a need for orientation programmes for administrators, planners and key personnel of non-formal education programmes. The lack of inter-sectoral co-ordination at both planning and implementation stages between the myriad agencies conducting non-formal education programmes, leads to duplication and wastage of resources. Co-ordinating mechanisms are required at the national, intermediate and grass-roots levels. For instance, a Literacy and Mass Education Commission has been constituted to co-ordinate the literacy programmes of all agencies with literacy councils in the provinces; sector on non-formal education has been established in the Ministry of Education; and at the grass-roots level, the 1,250 Family Welfare Centres, with their strong component of population education, serve as the co-ordinating mechanism for all agencies conducting population education programmes through non-formal education.

There is a lack of trained trainers and teachers who will ensure the practical coherence of population education with the ongoing non-formal education programme. Among the strategies to cope with this problem are the training of various categories of master trainers, supervisors, facilitators, teachers of the literacy and Mass Education Commission (with a strong component of population education) and development of training manuals emphasizing the linkages between methodologies of the population education contents and the non-formal education content.

There is obvious diffidence on the part of departments and agencies with non-formal education programmes to include population education as it is viewed as synonymous with family planning education or sex education. There are socio-cultural constraints to a prescriptive approach to population education. Among the strategies proposed to overcome this problem are: (i) orientation of administrators and field personnel of other agencies/departments by the Population Welfare Division; (ii) repeated emphasis on population education as related to the broad 'quality of life' themes; and (iii) involvement of concerned agencies right from the planning stage.

There is the difficulty in materials development in which the population education component and the special needs/inputs of specific non-formal education programmes merge naturally and effectively into an integrated whole. Co-ordination in terms of sharing the materials of the various non-formal education programmes of different agencies which have a population education component is also a problem.

Formal and non-formal education

Some level of coherence has been achieved through the National Population Education Project of the Population Welfare Division which has both formal and non-formal components and, in some areas, a combination of both components (e.g. training of teachers in population education through correspondence courses). Both projects are under one

Directorate. Nevertheless, serious problems of establishing viable linkages remain related to the following areas:

1. Policy statements backed with commitment on the need to co-relate formal and non-formal population education.
2. Competition for financial resources by the agencies through which both programmes are to be filtered.
3. Absence of common content and materials which may be used by both programmes.
4. Absence of adequate personnel with a background of both formal and non-formal population education. Where such a combined expertise is available, the individuals are often given jobs totally removed from their spheres of specialization in population education.
5. Lack of exchange of information and materials among the various agencies conducting formal and non-formal population education programmes.
6. Absence of audio-visual materials in sufficient quantities to constitute an effective link between formal and non-formal population education.

PHILIPPINES

The shift in the orientation of the national population programme's ultimate goal from fertility reduction to that of family and national welfare is reflected in the changing focus of the long-range goal of the population education programme of the Ministry of Education, Culture and Sports. Population education is viewed as the education sector's contribution to the realization of individual, family, community and national welfare.

Formal education

Although the Population Education Programme (PEP), of the Ministry of Education had developed a scope and sequence of population education content for the elementary and secondary levels, grade-wise and subject-wise, not all the identified content could be included in the teacher's guides developed for social studies, health, science, home economics and mathematics since population education is only integrated in these subject areas. Hence, articulation suffers both by subject and grade.

Self-learning units and supplementary readers were developed to overcome this problem. In addition, a separate elective course in population education for high school students has been instituted.

Since the population education unit is not part of the curriculum divisions and centres of the Education Ministry, there is insufficient co-ordination between it and the curriculum framers and textbook writers. Another reason why the population education concepts identified by PEP

are not all found in the curricula and textbooks is the fact that there are so many concepts proposed for inclusion. In addition, most of the curriculum and textbook writers do not have an adequate background in population education. A number of strategies have been tried to overcome this problem, such as the creation of a task force for the institutionalization of population education in the three levels of the formal school system composed of the heads of the curriculum divisions of the Bureaus of Elementary, Secondary and Higher Education, the heads of the Planning Service and the Textbook Board Secretariat. The task force has been organized to facilitate the integration of sufficient population education concepts in the curricula and textbooks of the three levels. The PEP is in the process of identifying only the minimum but vital population education concepts by grade and subject so that these can easily be integrated in the curricula and textbooks at the elementary and secondary levels. The PEP is preparing for the orientation of the textbook writers of private publishers, who prepare the bulk of textbooks for schools. The PEP has also prepared a 3-unit course in population education.

Although training in population education by PEP is open for both public and private schools, only a limited number of private schools have taken advantage of it. The reasons are two-fold: (i) private school teachers cannot attend training for a prolonged period of time; and (ii) administrators of Catholic private schools consider population education as family planning and, therefore, do not accept it for religious reasons. To overcome this problem, consultative conferences with private school heads have been held, and workshops have been conducted with private school participation to adapt the PEP teacher's guides to the needs and thrusts of the private schools.

The lack of systematic monitoring of the programme after it has been launched and implemented has resulted in the discontinuance of population education instruction by a great number of trained teachers. To remedy this problem, a workshop on monitoring and evaluating the population education programme has been conducted by the PEP with the participation of regional population education co-ordinators to develop monitoring and evaluation designs and instruments.

Non-formal education

More than 100 agencies, both government and non-government, are now involved in the national population programmes of the country. Their programmes often overlap resulting in 'client grabbing' and competition for resources provided by funding agencies. In view of this problem, the Commission on Population (POPCOM), the overall government co-ordinating body in the Philippines, has created six task forces at the national and regional levels addressed to: (i) pre-schoolers; (ii) in-school youth and out-of-school youth; (iii) pre-marriage couples of reproductive age; (iv) influentials (politicians, programme planners and decision makers and community leaders); and (v) programme professionals and workers, to avoid duplication of services and clientele.

Strategies for population education

A great number of Information, Education and Communication (IEC) materials have been prepared by the different agencies and an equally big number of personnel have been trained who can serve as resource persons, yet they have not been fully utilized by other agencies due to lack of knowledge and the absence of co-ordination among the agencies. To overcome this problem, a directory of resource persons in population education and family planning has been prepared by one organization and distributed to agencies carrying out population work, and an inventory of existing IEC materials will be developed and disseminated to all participating agencies.

All too often, the messages communicated by different agencies vary in emphasis and even sometimes conflict with each other, thereby minimizing their reinforcing effects and effectiveness to achieve the goals of the national population programme. In consultation with partner and participating agencies, POPCOM has developed standard population messages and provided copies of the same to all agencies involved in the national population programme.

In many instances, agreements reached by the top co-ordinating body are not made operational because they are not communicated to the implementing levels. To obviate this problem, POPCOM prepares drafts of memoranda of agreements reached at the top for the approval and signature of the ministers of concerned ministries and subsequent circulation to their people down the organizational level.

REPUBLIC OF KOREA

Formal education

In the Republic of Korea, formal population education is infused in various school subjects from grade IV to grade XII. Each school subject has a set of population concepts to integrate in its own syllabus and textbook. These population concepts are drawn from a well-prepared scope and sequence. Therefore, in the same subject from lower to higher level, coherence of population education content has been ensured. However, linkage or consistency problems between subjects exist. Since each subject has its own thrusts and priorities, much population education content is not accommodated, and the overlapping of population content is inevitable. This problem may be due to misconcptions of the concept, objectives and scope of population education.

There is a greater problem in secondary school teacher education than elementary, because the elementary school teachers are graduates of teacher training colleges where population education programme is a part of the pre-service education curriculum. Secondary school teachers are educated through three channels namely, national colleges of education, private colleges of education and teacher education courses at university which in general do not include population education in the curricula. Population education in higher education was introduced in several demonstrative college programmes, where model syllabuses in population

education for colleges of education were developed but many secondary teachers still graduate from teacher training colleges and institutions which do not offer population education.

In order to successfully carry out formal population education, especially at the secondary school level, there is a need for co-ordination between colleges of education, teacher training institutions and the government agency responsible for prescribing curricula for secondary teacher training institutions.

Non-formal education

In accordance with the new population policy, all training courses of government employees, military units and government-related corporations and organizations are instructed to include population education components into their curricula. Due to the absence of population education curriculum development functions and the co-ordinating functions within the government framework, and within those organizations, all the concerned institutes and offices made a request that the Planned Parenthood Federation of the Republic of Korea (PPFK) provide them with population education content to be used in the training courses, thus, entrusting an added responsibility to PPFK to perform a co-ordinating role in addition to its initial materials development and training functions. The PPFK actively utilizes its Information, Education and Communication sub-committee, composed of experts from various fields, to develop and co-ordinate non-formal population education programmes effectively. There arises, therefore, a need to strengthening this unit of PPFK to do justice to its co-ordinating function.

Sex education

Sex education is a part of population education programmes. The rapid economic growth and ensuing industrialization and urbanization in the country has created a new population group, the young workers in industries. Being away from home and parents, they are tempted to lead misguided lives in terms of boy and girl relationships. Pre-marital pregnancy often results due to ignorance about physiology and sexuality.

Sex education materials tailored to the needs of these young workers are mainly developed by the PPFK and partly by some big industries in response to the demand for such materials. Those sex education materials produced by non-formal sectors tend to be liberal and 'cure' oriented. Guidelines for sex education materials development are not provided in the non-formal education sectors. There is no coherence in terms of direction and philosophical ethics of the sex education materials developed and disseminated by different organizations.

The Ministry of Education, realizing the need for sex education from the primary and secondary school levels, recently developed guidelines in sex education for textbooks in various levels (primary, middle and high school). There is, therefore, an urgent need for the co-ordination and coherence between formal sex education and non-formal sex education.

SRI LANKA

Sri Lanka links its in-school and out-of-school population education programmes to national development efforts. The programmes are seen as a complement to family planning both of which are designed to help realize the country's population policy.

Formal education

The absence of interest and commitment to population education among top policy and decision makers in the Ministry of Education was perhaps one of the factors contributing to the inactivity of the population education programme of the country for about three years. The project has now been revived.

It is planned that population content will be integrated only in science and social studies (instead of five subjects). There is, therefore, an urgent need for the Population Education Unit to co-ordinate with those officials responsible for preparing curriculum and materials, for social studies and science, and to train in-service advisers (supervisors) in these disciplines so that they can effectively train teachers in their respective jurisdiction.

In-service training is, of course, an *ad hoc* arrangement. There is an urgent need to introduce population education in the pre-service education of teachers and co-ordinate the work of curriculum and textbook writers and instructors and lecturers in teacher training colleges in social studies and science.

Non-formal education

Sri Lanka, with a clear-cut government population policy, has had a very comprehensive programme of population and family planning education implemented by governmental, non-governmental and voluntary agencies in the non-formal section since early 1970s. The non-formal sector is a most crucial sector in the field of population in any country.

There is a core of well trained education instructors and service delivery personnel. The planning and implementation of activities by various agencies are centrally supervised and co-ordinated by a National Population Committee with representatives from all concerned agencies and experts in the field of population and family planning, based in the Ministry of Plan Implementation. It is assisted by District Population Committees, which include representatives from concerned agencies participated in by experts. The activities are again subjected to periodical reviews by a Tripartite Review Committee in which representative of the agencies and the experts participate.

The World Fertility Survey has estimated the awareness in the non-formal sector in Sri Lanka to be as high as 91 per cent but practice lags behind at 41 per cent which certainly needs bridging through sustained efforts

The success of the population and family planning programmes, is largely due to the financial assistance and technical advice of several UN and foreign agencies which is not now available to the extent that it used to be. To achieve the desired goals of the national population policy, the momentum created in the past must be sustained and the continuity of activities must be ensured, for which sufficient financial resources should be made available. With the Government's very high commitment towards massive economic development projects like Mahaveli and Victoria, it has become extremely difficult to set aside sufficient funds to sustain the tempo and continuity of the population and family planning activities so far carried out. It has therefore become imperative to look for financial assistance from foreign agencies concerned with population and family planning activities until Sri Lanka is able to stand on its own.

THAILAND

Thailand has clear-cut population and population education policies. It also has a national population education committee consisting of representatives from various departments of the Ministry of Education (MOE) involved in population education (Curriculum and Instruction Development, Teacher Education, Non-Formal Education), Kasetsart University, Ministry of Agriculture and the Department of Labour.

Formal education

When the MOE decided to revamp its curriculum, the broad view of population-related problems was conceived as the main foci of the problem; life-centered, and process-centered curricular reform. However, there was a need to re-train teachers in the content and methodology demanded by the curricular reform.

The Population Education Unit (PEU) is a part of the Curriculum Development Centre (CDC), Department of Curriculum and Instruction Development, MOE. There is a need for the staff of PEU to co-ordinate closely with the other units of the CDC.

Co-ordination is also a must with the PEU, CDC and the Teacher Education Department. At the moment, in-service training of teachers in population education is done by the PEU, CDC. However, pre-service training of teachers in population education is done by the Teacher Education Department through its 36 teacher training colleges all over the country. There is a need for closer co-ordination between the Curriculum and Instruction Development and the Teacher Education Department.

It is generally recognized that to improve formal population education programmes in Thailand, two things ought to be done, namely: (i) to strengthen the pre-service training of teachers to enable them to handle population content in the new curriculum, develop multi-media materials appropriate for the new approach, undertake methodological studies to learn what types of classroom experiences are most effective,

and conduct more evaluative studies; and (ii) to make population education a required course of study in teacher training programmes. More materials especially designed to meet the needs of the new curriculum should be developed, tested, and made available to teachers.

Non-formal education

Educational administrators, resource persons and personnel involved in population education have different interpretations of the concept of population education. Hence, the need for the following activities: (i) orientation programmes for policy and decision-makers; and (ii) training programmes for government and private community workers and volunteers so that coherence and co-ordination could be effected at different levels.

There are a number of government and non-government organizations involved in non-formal population education, including the Department of Non-Formal Education, MOE; Kasetsart University in collaboration with the Ministry of Agriculture and Co-operatives, the Department of Labour, Planned Parenthood Association of Thailand, and the Co-operative League of Thailand. In theory, their population education programmes are co-ordinated by the National Committee on Population Education. However, the Committee does not have an adequate full-time secretariat and does not meet very often.

The Department of Non-Formal Education has many regional and provincial centres which could co-ordinate non-formal population education at the regional, provincial and district levels. However, there is the issue of whether the nodal responsibility for non-formal population education could be entrusted to the Department of Non-Formal Education of the MOE. Different government and non-government organizations are producing their own personnel but are often reaching the same target audience. All this has resulted in wastage of resources.

SOCIALIST REPUBLIC OF VIET NAM

Population education is a new area in Viet Nam. A population education project has been started in both the formal and non-formal education systems. The project is implemented by the Ministry of Education, in collaboration with the other ministries and mass organizations. The main problem at the present time is that there is no National Steering Committee, which will provide policy directions to the project, as well as full time project staff who will ensure coherence and co-ordination and co-operation between the Ministry of Education and different ministries and organizations.

There is no national population education plan, yet, although there is a clear-cut population policy. Viet Nam's population policy is two-fold, i.e. population control and population redistribution. The latter includes moving people to the new economic zones and/or to agricultural occupations.

It can be said at present there is no coherence of formal and non-formal population education programmes. There is lack of co-operation between ministries, agencies and organizations which are involved in some form of population education activities and programmes which are really more concerned with family planning and birth control. For instance, the Ministry of Health has its family planning programme, the Ministry of Education has population education project; at the Ministry of Culture there is project on 'New Culture Family'. However, their population related programmes are neither coherent nor co-ordinated.

Another organizational problem is that there are no co-ordinating bodies at different levels which would carry out the task of co-ordination and in implementing population education programmes at different levels. There is no horizontal and vertical co-ordinating mechanism at the moment specifically for population education. It is hoped to develop strategies to cope with these problems in the near future.

Chapter Two

COHERENCE AND CO-ORDINATION PROBLEMS AND INTERVENTION STRATEGIES

During the sharing of experiences, the participants of the Seminar highlighted many problems and issues in the coherence and co-ordination of formal and non-formal population education programmes. To overcome these problems, a variety of intervention strategies at the national level are being implemented or are proposed for more efficient and effective linkages among different formal and non-formal population education, and between formal and non-formal population education programmes.

Every problem area was critically analysed. The strategies currently used to overcome them were carefully examined. Whenever the participants felt existing strategies appeared inadequate, new strategies were suggested.

The participants of the Seminar adopted an operational definition of coherence and co-ordination. Coherence refers to consistency and continuity of population concepts/content grade-wise, subject-wise or by educational levels. It also refers to the consistency of population education messages used by different agencies involved in non-formal population education. On the other hand, co-ordination refers to organizational and institutional linkages such as intra- and inter-sectoral co-ordination.

This Chapter briefly presents the major problem areas and the intervention strategies regarding the coherence of formal and non-formal population education programmes identified by the Seminar. The Chapter is divided into: Part A - Formal Population Education; Part B - Non-Formal Population Education; and Part C - Formal and Non-Formal Population Education.

1. Formal population education: problems and strategies

1.1 Interest and commitment of decision-makers

Problem areas	Existing strategies
While the Government policy towards population education may be clearly supportive, important public functionaries in different departments who matter a lot in decision-making may not be fully committed to	In most countries, key officials responsible for decision making are given orientation to promote their interest and commitment. The duration of these orientation programmes varies from 1 to 5 days.

Problem areas	Proposed strategies
or interested in the programmes as a whole or in part. This may create great impediments and difficulties for co-ordinating the planning and implementation of the population education programme of the Ministry of Education. Development of interest and commitment being a pre-condition of success, ways and means need to be found to promote interest and commitment - not only within the Ministry of Education but also at the inter-ministerial level.	a) The frequency of such orientation programmes should be more and on a continuous basis in order to renew interest and sustain commitment. b) The duration of such programmes should be kept short to ensure participation of top senior officials who are usually busy. c) Efforts should be made to include senior officials from the Finance Department in such programmes in order to facilitate timely release of funds. d) Promotion of population education awareness through the mass media should be undertaken to create public interest which would contribute towards stimulating and strengthening the interest and commitment of senior officials.

1.2 Degree of coherence and continuity of population education concepts at different levels of school education

Most of the countries have developed scope and sequence of population education concepts grade-wise and subject-wise but the horizontal as well as vertical continuity and coherence of population education concepts gets lost when they are integrated in the courses, teacher guides and textbooks. This problem is due to:	Existing strategies
a) The quantum of population education content proposed for integration is so big that it is difficult to accommodate most of it. The result is that the department responsible for textbook preparation selects the concepts of	a) In some countries the development of minimum essential population education content for each subject area and each grade level is undertaken so that it becomes feasible to accommodate it in the teacher's guides and in the textbooks. This will also ensure the in-

Problem areas	Existing strategies
population education according to their own criteria and priorities without any consideration for keeping the continuity and coherence through different grade levels as well as in different subjects in the same grade.	tegration of essential content necessary to achieve the objectives of population education. b) In some countries, supplementary reading materials are provided to reinforce the population education content already included in the textbooks at various levels.
	Proposed strategies a) It is desirable to give consideration to integrating population education concept in a minimum number of basic subjects. This is likely to facilitate better coherence and articulation of population education content and minimize dilution of population messages.
b) In some countries population education programmes are not part of Curriculum Development Centres (CDC) but are functioning as separate units under the Ministry of Education. This leads to the problem of integration of population education concepts into textbooks because the responsibility of writing and/or printing textbooks lies with other offices and agencies.	**Existing strategies** a) In a few countries, the Population Education Unit, the Curriculum Unit and the Textbook Unit come under the same department. b) In certain countries, special training/orientation is given to textbook writers called upon to integrate population education concepts in the textbooks. c) In certain other countries, such orientation/training is given jointly to curriculum framers and textbook writers. d) In one country, a task force composed of the heads of curriculum units is organized to facilitate integration of population education concepts into the curricula of the different

Problem areas	Existing strategies
	subjects in the elementary, secondary and tertiary levels.
c) Even in countries where population education programmes are an integral part of CDC there is lack of co-ordination between the Population Education Unit and other subject departments. The result is that population education does not get duly integrated at the time of the revision of textbooks.	In some countries, the Population Education Unit collaborates with other departments and is represented in different subject committees.
d) In some countries, curriculum is framed by one agency such as CDC and textbooks are written by other agencies. In such cases, co-ordination between the curriculum framers and the textbook writers is seldom achieved to an adequate level. In a situation where there is no direct dialogue between the curriculum specialist and the textbook writer, the latter interprets, in his/her own way, what is intended to be included in the textbooks. Consequently, the correspondence between the curriculum and its explication in the textbook may not be satisfactory.	In some countries, the Population Education Programme personnel conduct training courses for the textbook writers.

1.3 Co-ordination between population education programme of the schools and pre-service teacher training institutions

Problem areas	Existing strategies
	For primary teachers
Although population education has been introduced in	a) In certain countries, primary education boards, etc. and the

Problem areas	Existing strategies
schools in many countries in the region, it still has to become a compulsory integrated or separate course in the pre-service teacher training institutions, the reason being that the bodies responsible for prescribing curricula for teacher training programmes and for the schools are different. There is usually no co-ordination between these bodies.	teacher training institutes come under the same organizational set up, thereby facilitating co-ordination. b) In countries where training of primary teachers is the responsibility of the universities/ colleges (i) the Population Education Unit staff sit with the Board of Specialists who prepare the teacher-training curriculum; (ii) the Population Education Unit staff provide in-depth in-service training to teacher educators; (iii) the Population Education Unit provides teaching-learning packages to reinforce pre-service training in population education; (iv) population education is offered as an optional paper/subject in teacher training institutions. For secondary teachers a) In some countries, the Population Education Unit is represented in the appropriate academic bodies of tertiary level which are usually responsible for training secondary teachers. b) Population education is offered as an optional paper/subject in teacher training institutions. c) In certain countries, representatives from the universities participate in the Steering Committees on Population Education. This enables both parties to be informed and involved in each other's programmes and activities.

Problem areas	Proposed strategies
	a) The Population Education Programme Unit should prepare training packages, self-learning modules and distance study programmes for use by teacher-trainees. This will help reinforce the training in population education received by them in the teacher training institutes and promote coherence.
	b) Include population education in the examination if it is a separate subject. On the other hand, if it is an integrated one, questions on population education should be included.

1.4 Gap between in-service training and teaching

Problem areas	Existing strategies
One of the common problems faced by several countries with population education programmes is the time gap between the in-service training of teachers and the teaching of population education in the classroom. This situation is caused by the fact that curriculum/materials development, teacher training and classroom instruction are not sufficiently co-ordinated.	a) In certain countries, teaching-learning materials for the pupils and teachers are prepared first and then the teachers receive training so that they can start teaching population education in the classrooms immediately after training.
	b) Training programmes are decentralized to the lower administrative levels (provincial and district). This helps shorten the total duration of training all the teachers concerned thereby facilitating teaching after receiving training.
In certain cases, teachers are trained long before the materials are made available in schools to enable them to start teaching. In many cases, this is also due to the fact that since a large number of teachers need to be trained, it takes a long time to train them all. As a result, those trained in the beginning have to wait for a long time before they can	c) In certain countries, Self-Learning Modules for the training of teachers in addition to, or in lieu of, the face-to-face training are prepared to train large number of teachers in a short period of time. This is intended to reduce the gap

Problem areas	Existing strategies
teach in the classrooms. This long time-gap tends to affect the quality of teaching. Another factor which also affects quality of teaching is related to the short duration of training and the strategy adopted for in-service training.	between teacher-training and classroom teaching. d) Use the mass-media to provide distance training to cover a large number of teachers. e) In certain countries, all or some of the above strategies are combined appropriately to reach the required number of teachers in a short time.
	Proposed strategy a) In cases where teachers are trained in batches, provisions should be made for immediate classroom teaching by those teachers trained earlier.

1.5 Co-ordination at different levels within the project

Problem areas	Existing strategy
Some population education programmes suffer from the lack of co-ordination between the central unit and the units at the state/provincial/district levels. One of the reasons for the lack of co-ordination at various levels is that full-time personnel are not appointed in population education projects. This affects the overall implementation of the programme both in quantity as well as in quality.	a) Institutional arrangements exist to permit vertical co-ordination at different levels from the central to the local levels. The co-ordination and feedback take the form of periodic project progress reviews. In some cases, periodic meetings of the central unit staff take place with those of the provincial/district levels.
	Proposed strategies a) Training/orientation of heads/supervisors/key personnel at the different levels should be strengthened. b) Newsletters, bulletins could be issued providing information and data to strengthen co-ordination.

1.6 Variation/dichotomy between different types of schools

Problem areas

a) *Government and private schools.* Population education programmes in many countries tend to cater mainly to the needs of government schools. As a result, the private schools which in many cases form a large proportion of the total number of schools, are not covered by a population education programme. In addition, in many cases, the private schools use different textbooks and do not spare their teachers to undergo training in population education during the academic session. This creates variation/dichotomy between the government and private schools insofar as population education is concerned.

b) *Technical/vocational schools.* Whereas in certain countries population education has been

Existing strategies

a) Population education staff held consultation meetings with heads of private institutes to explain and clarify the concepts, objectives and the role of population education. In certain cases, they also organize orientation programmes for teachers of such institutions and provide them with supportive materials on population education. This is intended to promote interest for the introduction of population education in their programmes.

b) In certain cases, representatives from private educational organizations/institutions are invited to participate in seminars/workshops organized to develop materials on population education. This helps heads of private institutions to become aware of and get interested in exploring the possibility of introducing population education in their educational programmes.

Proposed strategy

a) Encourage the inclusion of questions on population education in the examination so that the students will be obliged to study population education and the teachers to teach the subject.

Existing strategies

a) Population education staff hold consultation meetings with heads of vocational/technical schools to explain

Problem areas	Existing strategies
introduced in technical and vocational schools at post junior high school level, in other countries it has not.	and clarify the concepts, objectives and the role of population education. In certain cases, they also organize orientation programmes for teachers from such institutions and provide them with supportive materials on population education. This is intended to promote interest for the introduction of population education in their programmes.
	b) In certain cases, representatives from vocational/technical institutions are invited to participate in seminars/workshops organized to develop materials on population education. This helps the heads of these institutions become aware of and get interested in exploring the possibility of introducing population education in their educational programmes.

1.7 Promotion of research and utilization of research findings

Problem areas	Proposed strategies
Research and evaluation in population education has not yet been stabilized in a number of countries.	a) Where there are research and evaluation units attached to the population education programme unit, they should be encouraged to promote research in the area of coherence. Where such sections do not exist other research institutions should be approached to take up research projects in this area. Necessary resources should be made available to encourage people to take up research in this field.
a) In most countries, not enough research aimed at improving coherence of population education programmes appears to have been conducted so far. This scarcity of studies on different approaches to coherence and co-ordination tends to affect systematic efforts to improve coherence.	b) Strengthen the existing population education units by making provision for suitable personnel to undertake quali-

Problem areas	Proposed strategies
	tative evaluation of the coherence of population education.
	Proposed strategies
b) In certain countries, some studies/researches have been carried out. However, their findings tend to be not fully utilized. This is partly due to the fact that much of such studies are too academic in nature making it impracticable to use their findings.	a) Encourage action oriented research to facilitate proper use of findings. b) Promote sharing of research findings in the form of abstracts so that the knowledge in this field may be disseminated to all concerned.
	Proposed strategies
c) In most countries, not enough effort appears to have been made to assess the degree of coherence in terms of the consistency and sequence of content in different grades and the complementarity of content/ messages integrated in different formal education programmes. The conduct of such evaluation will facilitate systematic and scientific improvement of coherence and co-ordination.	a) Encourage, within the framework of the national population education project, evaluation of coherence and assessment of co-ordination during mid-term reviews, project and progress reviews meetings. b) Develop examplary evaluative criteria for assessing the degree of coherence and effectiveness of co-ordination that this may be adapted by project authorities in evaluating coherence and co-ordination.

1.8 Feedback mechanism

Problem areas	Proposed strategies
In most countries, top level co-ordination bodies like a project advisory board, national steering committee, central curriculum committee, exist to promote co-ordination between the population education programme and other agencies/offices within the	a) Organize periodic meetings to facilitate exchange of information and feedback between different levels. b) Develop monitoring procedures to obtain feedback on the effective implementation of programmes at school level so

Problem areas	Proposed strategies
Ministry of Education. However, agreements reached at this top level do not reach the lower level professional staff who are the direct programme implementors. More importantly feedback information from lower levels on effectiveness of programme implementation do not reach programme planners and decision-makers. As a result, coherence and co-ordination suffer at the operational level, thereby affecting effective implementation.	as to permit improvement of coherence of programme to achieve its objectives.

2. Non-formal population education programme: problems and strategies

2.1 Inter-sectoral policies and objectives for the promotion of population education

Problem areas	Existing strategies
Some of the countries of the region do not have, even at this stage, a clear-cut statement of population policies and objectives which could provide direction for action for the promotion of population education programmes. A deeper analysis of the development plan within a country shows that some of the sectoral policy statements such as those in agriculture, nutrition, employment, education, rural development and population, do exist. Cross referencing is required to show mutual congruence of pronouncements of different policy statements which could help achieve sectoral as well as overall development goals of a country. The present situation results in a lack of inter-sectoral coherence	Some countries have well defined national population education policies.

Problem areas

and co-ordination for integrating population education programmes.

2.2 Promotion of interest in and commitment to population education programmes among decision-makers and key personnel

Problem areas

It is not uncommon to see efforts being made by different international and national organizations to undertake activities to develop interest in, and commitment to population education programmes among decision-makers and key personnel at various levels. Experience shows that the required level of interest and commitment is not achieved, in many cases. As a result, the mechanisms and institutional linkages established to promote co-ordination are not fully utilized. Consequently, it becomes difficult to make population education programme an integral part of ongoing and new programmes of different agencies engaged in non-formal education and development programmes.

Existing strategies

a) Some Member States have included population education in the training schedules of government civil servants.

b) Special orientation courses in population education for key personnel of different departments/agencies have been conducted.

c) National/state recognition for outstanding contribution in population education has been instituted in some countries.

d) Regular meetings of specially constituted high level national bodies to ensure commitment of key personnel have been organized.

e) Public statements in support of population education by leaders/key personnel through mass media and other means have been elicited.

f) Inter-state/inter-province/inter-districts study visits by key personnel have been organized.

g) Inter-country study visits by key personnel have also been conducted.

h) Periodic international conferences of political heads and parliamentarians have been organized.

2.3 Inter-sectoral co-ordination

Problem areas

a) Different government, semi-government, and voluntary organizations are planning and implementing out-of-school population education programmes within a country, district and even the village. These agencies have their own priorities and areas of emphasis with special reference to their mandates. Sound programme planning, implementation and evaluation, have not always been evident due to the absence of operational mechanisms for horizontal and vertical co-ordination of population education programmes at different administrative levels and among government, semi-government and voluntary agencies. The concept of project support communication (PSC) is not clearly visible. As a result, mutual sharing of information/experience is conspicuously absent. What is important is not only retrieval of information but knowledge about the availability of relevant information. Absence of such communication-links causes avoidable misunderstandings and apprehensions.

b) Absence of a central agency assuming basic responsibility for the programme results in weaknesses in the system. This point is of particular

Existing strategies

In a number of countries, inter-ministerial/inter-departmental co-ordination has been attempted by constituting national bodies such as: Executive Committee on Population Education, Population Policy Co-ordinating Committee, Ministry of Plan Implementation, Commission on Population, National Family Planning Co-ordination Board, National Population Council, Ministry of Health and Population, or Population Welfare Division.

Proposed strategies

A national population education body should be constituted in each Member State, if not already existing, with representatives of different agencies involved in this programme to co-ordinate their

Problem areas	Proposed strategies
significance in a programme like population education which has various inputs from different sectors. While it is true that the projects in the 'education' sector constitute the main stay of the programme, the importance of the other sectoral projects cannot be underrated. For effectively co-ordinating all the programmes so as to maximize mutual reinforcement, one agency will have to function as the 'focal point' for the programme. The issue is whether the education ministry/department should shoulder this nodal responsibility. In consultation with the apex planning body, the nodal agency can effectively organize co-ordination and coherence between the participating sectors.	activities, in the context of national developmental goals. It could either function as an independent unit, with its own secretariat or be located within an appropriate ministry/agency depending upon individual national policies and programme framework.

2.4 Intra-sectoral co-ordination

Problem areas	Proposed strategy
a) Problems of co-ordination can also be intra-sectoral. There are countries in which within one sector, e.g. education, there can be more than one project in population education in operation. Arrangements are necessary to promote co-ordination between/among them.	Intra-organizational co-ordination mechanisms are likely to be more effective if there is an appropriate and continuous training of different unit personnel in management techniques, including co-ordinating skills.
	Proposed strategy
b) In some countries, a population education unit	In some countries, population co-ordination committee/departments

Problem areas	Proposed strategy
is established within an organization/ministry. However, population education content is integrated in relevant development programmes of other units of such organization or ministry. In some countries, co-operation and co-ordination between the population education unit and other units are not quite satisfactory which adversely affects effective implementation of the population education programme.	having representation from all the concerned units of the organization have been established and found satisfactory to ensure population education integration.

2.5 Roles and functions of participating and co-ordination bodies

Problem areas	Existing strategies
a) *National level.* In some countries, inter-ministerial/inter-departmental co-ordinating bodies are constituted whose members consist of heads and/or senior members of the participating agencies, to discuss different problems (e.g. co-ordination) at this level. Commitments for performing the roles falling within their mandates and areas of responsibility are arrived at. Directives are issued to all concerned within their organization to implement their commitments.	Some of the countries have organized national planning and development meetings for out-of-school population education. During these meetings the annual population education plans are developed and the roles of different agencies involved in non-formal population education are spelled out to ensure effective implementation, and avoiding overlapping of services and wastage of resources.
However, high-level officials who are members of the co-ordinating body find it difficult to attend all co-ordinating meetings. They delegate their responsi-	In some countries, participation by voluntary agencies in co-ordination committees at different levels has provided the desired continuity of representation and expertise.

Problem areas	Existing strategies
bilities of attending co-ordination meeting to their subordinates without delegating the authority to make commitments. Sometimes those deputed to attend such co-ordinating meetings are not very conversant and/or knowledgeable (because of frequent changes of persons attending the meetings) about the programme and thus are unable to make any substantial contribution in the inter-agency co-ordination meetings. The practice of delegating responsibility to subordinates in attending co-ordinating meetings without proper delegation of power to make commitments on behalf of their organizations contributes to the failure of inter-agency co-ordination efforts.	Nomination of principal and alternate representatives of ministries/departments for participation in co-ordination committees has been tried successfully. Proposed strategy Systematic studies of the roles and functions of different agencies engaged in population education, focusing on the areas and methodologies of integration of the population education component within the framework of their programmes should be undertaken with a view to improve the situation.
b) *Local level*. Experiences have also shown that in spite of the full commitment of inter-agency collaboration at the national level, it is hard to achieve inter-agency co-operation at the middle and lower levels (e.g. district, municipal and village levels) because of lack of clarity about the roles of co-ordinating and collaborating agencies, as well as the local leaders. Effective co-ordinating mechanisms at these levels are non-existent.	Existing strategy In certain countries, there are village development committees, community councils, etc. charged with the responsibilities of co-ordinating population education activities at these levels. However, no systematic study has been done to show how effectively inter-departmental population education activities are being co-ordinated at the grass-roots levels.

2.6 Programme co-ordination vis-a-vis programme implementation

Problem areas

The governments have generally formed specific bodies/ organizations to act as co-ordinators. However, experiences have shown that some of the co-ordinating bodies are also programme implementing agencies and are viewed as direct competitors by other programme implementing agencies. This is clearly a case of misinterpretation of the roles and functions of co-ordinating agencies which negate their co-ordinating efforts.

Proposed strategies

a) The problem of co-ordination arises when the co-ordinating agency acts as one of the implementing agencies. This problem can be easily avoided if the co-ordinating body does not undertake direct programme implementation. However, working links between the co-ordinating body and the implementing agencies need to be maintained.

b) Periodic assessment studies should be conducted to determine the effectiveness of the coherence and co-ordination mechanism in population education at various levels.

2.7 Overlapping of services and wastages of resources

Problem areas

a) As described earlier, a number of government, semi-government and voluntary agencies are working within the same geographical area. In many instances, they cover the same target audiences such as farmers, housewives, out-of-school youth, etc. All these agencies compete in obtaining funds for their own programmes without paying much attention to the nature of programmes, coverage of target audiences and services rendered by other agencies within the same geographic area. This often leads to wastage of limited resources. Besides, visits by different agencies personnel with the same or

Existing strategy

In some countries, these problems have been overcome to a certain degree by forming national co-ordinating bodies such as: Commission on Population, and National Planning Commission. These national bodies also have their branch offices at state, provincial and regional levels.

Proposed strategy

The existing co-ordinating institutions should be further strengthened at all levels and new mechanisms evolved at other operational levels if needed. Such mechanisms would ensure that there is no duplication of services, inputs and messages within a given area and directed towards a common audience.

Problem areas	Proposed strategy
similar messages have irritated the target audiences.	
b) The resources available for population education programmes are limited both at the national and international levels. Yet the general trend among the programme implementing agencies is to put up grandiose plans (showing that their programme is much broader and will cover large numbers of out-of-school audiences) which will need substantial funding. In fact some of the agencies do have bigger programmes which succeed in getting the major share of the limited funds.	An expert review committee should be formulated to examine all funding requests for programmes with a view to ensuring judicious distribution and use of resources.
However, there are some smaller organizations, including voluntary organizations, which may have good programme proposals but fail to get their share of the limited funds available. Such a situation discourages most of the small and even some of the bigger agencies from co-ordinating with each other, especially in regards to resource allocation and programme implementation.	

2.8 Mechanism to ensure wider participation for developing need based inter-sectoral programmes on population education

Problem areas	Existing strategies
Identification of target audiences, their problems and needs, and the resources available at the community, district,	a) Bodies composed of representatives of relevant departments/ agencies and local leadership have been established at the

Problem areas	Existing strategies
province, region and national levels, have generally been considered amongst the first few steps crucial for effective planning, implementation and co-ordination of programmes. Efforts are made to do so but in general it is felt that there is hardly any effective mechanism that ensures participation of the target groups, the community and all concerned technical departments/agencies in the identification of the total needs, problems and resources for programme development at all these levels. This is a serious problem which if not overcome will lead to continuous wastage of both human and material resources on the one hand, and development of irrelevant programmes on the other.	village, municipality and district levels. b) Some countries have secured the involvement of mass based organizations with large membership, to ensure people's participation in population education. c) Involvement of local leadership in mobilizing people's participation in population education programmes has proved successful. Proposed strategies a) It is suggested that a study be launched on the determinants of individual, family and community participation in non-formal population education programmes. b) Studies should be conducted to determine the effectiveness of the population education component of non-formal education programmes as an instrument of knowledge, attitudinal and behavioural change. These studies should be carried out by an interdisciplinary team of researchers in collaboration with the decision-makers.

2.9 Co-ordination mechanisms for resource and information sharing

Problem areas	Existing strategies
Different programmes in different sectors or even sometimes different projects within the same sector engaged in implementing out-of-school population education programmes design activities for developing their own training and teaching-learning materials, use of	a) Some countries of the region have used inter-departmental technical personnel to train their field functionaries in promoting population education. b) Some countries have developed directories of resource personnel in population education

Problem areas

media, personnel training programmes, and research and evaluation studies. These agencies procure the necessary training equipment and materials. Additional training facilities are built for the exclusive use of clientele for their own programme. These agencies put in special efforts to obtain funds for training high level personnel. Unfortunately, there is hardly any effective mechanism to co-ordinate inter-agency activities for sharing materials, equipment, training facilities, trained manpower and research findings, which could enhance the more effective implementation of the country's out-of-school population education programmes.

Existing strategies

and have published inventories of existing IEC materials for use by interested departments/ agencies.

Proposed strategies

a) The establishment of an exclusive section on population education either in the ongoing or in the proposed information centre/population clearing house would promote inter-agency exchange of information and materials.

b) The setting up of an inter-agency/interdisciplinary team of experts including the representatives of programme beneficiaries for developing low cost and appropriate teaching learning materials on population education for respective target audiences will be helpful.

2.10 Inconsistency of population education messages

Problem areas

A review of different out-of-school population education curricular content shows that the messages released by different agencies to youth and adult population vary greatly in terms of their emphasis and approach. For instance, some organizations adopt a slogan emphasizing the number of children a family should have - a case of indoctrination. Other agencies stress the need for creating a balance between the size of the family and the resources available so as to maintain a minimum desirable level of quality of life for

Existing strategies

In a few countries, this is overcome by developing a common understanding about population education concepts among all the agencies. Supportive and complimentary messages reach the ultimate target audiences through all the population education agencies working in the out-of-school sector. Meetings/seminars on re-conceptualization of population education with the active participation of all agencies engaged in out-of-school population education activities have been tried in some countries to overcome this problem. Orientation in population education to personnel engaged in materials

Problem areas	Existing strategies
the individual, family and the community. Such inconsistencies are found in situations where there is lack of clarity about the concept of population education itself. Some organizations view population education as strictly birth control (family planning) whereas others see it as an educational process to enable the learner to make rational decision about population matters so as to achieve and maintain a minimum desirable level of quality of life.	development for the out-of-school sector has been successfully attempted in some countries. Some countries have developed audience-specific standardized messages to be used by all agencies interested in the promotion of population education. **Proposed strategies** a) The identification of scope and sequence of content, and teaching methodology of population education as an integral part of various development programmes would help minimize the inconsistencies in the messages and help meet the required learning needs of target audiences. b) Designing suitable mechanism for feedback on population education programmes would help to facilitate coherence. Such as mechanism will facilitate the development of an acceptable concept of population education leading to rational decision-making.

3. Formal and non-formal population education: problems and strategies

3.1 Unclear policy statements

Problem areas	Existing strategy
Co-ordination problems arise where a population policy is not clearly stated and/or where its relation to other sectoral policies (education, health, agriculture, etc.) is not clearly articulated. This results in a lack of a common framework necessary for the	In some countries, five-year socio-economic plans include sectoral policies which make it easier to link education and other sectoral policies with population policy as all are directed at common national development goals.

Problem areas	
different sectors/organizations/ ministries concerned to define the specific objectives of population education in their respective programmes. Consequently, the objectives of different programmes tend not to be coherent in content and approach/method. (See 3.6 details of content and approach.)	

3.2 Interest in and commitment to population policy/programmes

Problem areas	Existing strategies
It is a common experience that a certain degree of interest and commitment among the various decision-makers and key personnel is necessary for achieving a satisfactory level of implementation in population education programmes.	See strategies under sections 1.1 and 2.2.
When the required level of interest and commitment is lacking coherence and co-ordination, problems arise. Lack of the required degree of commitment in any one programme/sector or at any one level is sufficient to create problems for co-ordination.	

3.3 Co-ordination at different levels - national to local

Problem areas	Existing strategies
a) Sometimes, co-ordination is arranged at the higher level but not at other levels, such as the grass-roots level. It is often easy for senior officials of ministries or central offices to agree to co-ordinate population	At the community level, local leaders and teachers create an autonomous co-ordinating body. Co-ordination is encouraged at all levels of the organizational structure.
	In some countries of the region, co-ordination is achieved at the

Problem areas	Existing strategies
education activities. However, co-ordination at lower levels, particularly between teachers and field workers at the operational levels (i.e. classrooms/ communities) is often inadequate. (See also section 1.8.)	local level through mutual consultation among teachers and field-workers of other developmental programmes and a sharing of common facilities.
	Proposed strategy
b) Furthermore, when staff members are insufficient in number and/or professionally and technically unqualified, co-ordination tends to be ineffective.	Co-ordination could be enhanced if co-ordinating bodies are adequately staffed by highly qualified professionals.
	Proposed strategy
c) Inadequate information flow from central to local level and vice-versa concerning effectiveness of programme implementation in schools and the attainment of intended objectives is likely to affect efforts at improving coherence and co-ordination.	The publication and dissemination of newsletters, bulletins, annotated and abstract bibliographies in population education could contribute towards enhancing the coherence and co-ordination of population education programmes.

3.4 Inter-sectoral linkages

Problem areas	Proposed strategy
a) Population education in the formal school system is by-and-large planned and implemented by the Ministry of Education; while non-formal population education is often handled by a number of ministries (education, agriculture, social services/welfare, labour, health, etc.) and voluntary organizations.	A commission on population (or its equivalent) at the national level may take the lead in co-ordinating formal and non-formal population education. Creation of a national committee on population education has also been tried in a few countries.

Problem areas	Proposed strategies
The absence of and/or under-ministerial institutional arrangements for co-ordination tends to create problems of co-ordination and coherence. (See also section 2.3.)	
b) Co-ordination between formal and non-formal population education is made more complicated by difficulties of communication, lack/inadequate understanding of content, major focus and audiences of the different programmes; and bureaucratic territorial concerns of the Ministry of Education vis-a-vis other ministries and organizations.	/See strategies under 2.3(b)7

3.5 Competition for financial resources

Problem areas	Existing and proposed strategies
Most often, funding for formal and non-formal population programmes comes from the same source. This tends to create competition for limited financial resources which may affect co-ordination between formal and non-formal sectors. (See also section 2.7.)	(See strategies under 2.7)

3.6 Complementarity in content and approaches

Problem areas	Existing strategies
a) In some countries, the content and approaches of formal and non-formal population education are not complementary. In	In some countries, population education in the formal school system includes some elements of family planning, while population education in non-formal education

Problem areas	Existing strategies
some countries, formal population education tends to lay emphasis on population and quality of life, while non-formal population stresses among other things, family welfare and family planning.	often goes beyond family planning.
Likewise, formal population education tends to use a non-prescriptive approach, while non-formal tends to use a prescriptive approach. Very often when content and approaches are not clearly viewed as complementary, what is learned by the young in school tends not to be reinforced in the homes. (See also section 2.10.)	Some countries have developed a core of standard messages around which population materials, training programmes and communication/ motivation activities revolved for consistency. (See strategies under section 2.10.)

	Existing strategies
b) Although the training of teachers in population education is the responsibility of the Ministry of Education, in some countries teachers are also trained by other government and non-government agencies emphasizing their respective content and approaches. The result is that the teachers may be confused about the very concept of population education and about the content and approaches in teaching the subject.	In many countries, the training of teachers in population education is the responsibility of the Ministry of Education.

3.7 Exchange of information and materials

Problem areas	Existing strategy
a) Personnel whether involved in formal or non-	A continuing series of national planning and development meetings

Problem areas	Existing strategies
formal population education, are often too preoccupied with their own activities to learn about what other organizations are doing. Lack of exchange of information and materials affects co-ordination between formal and non-formal population education. (See also sections 1.8 and 2.10.)	as a mechanism for exchange of information (and subsequently materials and expertise) among the non-formal population education has been tried in some countries.
	Proposed strategies
b) In some countries, researches on the substantive and methodological aspects of population education are being under taken. However, the findings of such researches tend not to be fully utilized by the concerned projects/programmes/ sectors partly due to the absence of co-ordination among them.	/See strategies under section 1.7(b)/

Summary statement

The participants, resource persons, and observers of the Regional Seminar wish to emphasize that the problems identified and briefly described in this Report are real problems encountered in countries of the region. They are of the view that the sharing of experiences in the Seminar enabled them to look more critically and analytically at coherence and co-ordination problems, as well as the alternative intervention strategies to deal with such problems.

It is hoped that the Seminar has paved the way for more efficient and effective strategies for the coherence and co-ordination among formal and non-formal population education programmes; and between formal and non-formal population education programmes in countries of the region.

Chapter Three

SUMMARY OF RECOMMENDATIONS

The recommendations of the Regional Seminar are presented here as a summary; the full text and supporting reasons are found in the relevant sections in Chapter Two.

Recommendations for Member States

It is recommended that the Member States:

1. a) Should have a well defined national population education policy; and

   b) In their national development plans should reflect the linkages between formal and non-formal population education in all sectoral programmes with education as one of the components.

2. Promote and sustain interest in and commitment to population education programmes among planners, decision-makers, administrators and other key personnel at all levels.

3. a) Take measures to promote coherence within and between the formal and non-formal population education programmes at all levels by establishing suitable co-ordination mechanisms to ensure effective programme implementation; and

   b) Include in such mechanism, a national co-ordinating body composed of representatives of different agencies involved in this programme. It could either function as an independent unit with its own secretariat, or be located within an appropriate ministry/agency depending upon national policies and programme framework.

4. Ensure that qualified full-time personnel are assigned to the population education cells/units at the national, provincial and local levels to promote coherence and co-ordination.

5. Establish appropriate institutional linkages at all levels to promote horizontal and vertical coherence of population education content, curricula, methods, materials and personnel training activities.

6. Take measures to involve an inter-agency/interdisciplinary team of experts including the representatives of programme beneficaries for developing low cost and appropriate teaching learning materials on population education for respective target audiences.

7. Develop population information and documentation centres/ clearing houses with a special section on population education.
8. Intensify efforts to undertake research and evaluation in order to promote coherence.

Recommendations for Unesco

It is recommended that Unesco:

1. Provide assistance in promoting interest in and commitment to population education programmes among officials holding top level decision-making positions by strengthening orientation programmes organized at regional and national levels.
2. Develop prototype evaluative criteria for assessing the level of coherence and co-ordination achieved within and between the formal and non-formal population education programmes.
3. Help develop an inter-country network system for national population education information and documentation sections/ clearing houses.
4. Develop, publish and disseminate a document containing population policies of countries in the region, with reflections, if possible, on the coherence and co-ordination of formal and non-formal population education.

Annex I

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Annex II

MESSAGE
from Mr. Raja Roy Singh
Assistant Director-General
Unesco Regional Office for Education in Asia and the Pacific

Ladies and gentlemen:

It is an honour and a privilege for me to extend on behalf of Unesco a most cordial welcome to the distinguished participants from Afghanistan, Bangladesh, People's Republic of China, India, Indonesia, Malaysia, Nepal, Pakistan, Philippines, Republic of Korea, Sri Lanka, Thailand and the Socialist Republic of Viet Nam.

I also wish to avail of this opportunity to render thanks to the Government of India, in particular, the Ministry of Education, and NCERT for acting as host, and for their invaluable co-operation both in the organization and substantive preparation of the Seminar. We are also grateful to our sister organizations of the United Nations family particularly United Nations Development Programme (UNDP) and United Nations Fund for Population Activities (UNFPA). Indeed, this Seminar would not have been possible without the financial support provided by UNFPA.

More and more population education is gaining recognition as one intervention strategies for development in the face of real population problems in the countries, particularly in Asia. Formal and non-formal population education are now operational programmes in many countries in the region. However, coherence and co-ordination of such programmes are yet to be fully achieved: for this reason, a Unesco Regional Consultative Seminar in Population Education recommended that this year's Seminar address these problems and issues.

I trust that the discussions of these issues and problems, as well as the proposed strategies to overcome these will provide practical guidance to those who are responsible for developing and implementing population education programmes. I wish the Seminar success.

Annex III

ADDRESS
by Dr. Leonardo de la Cruz
Regional Adviser on Population Education

Ladies and gentlemen:

It has been predicted that world population will level off by the year 2110 at about 10.5 billion. The continuing drop in the world's birth rate has given population trend experts much optimism in the realization of such prediction. That would, of course, mean that by the year 2110 the world's population would be more than doubled, and the proportion of people in Asia and the Pacific would increase to about 60 per cent from the present 56 per cent.

In 1981, UN Population experts predicted that South Asia will almost triple its population of 1,400 before stabilizing at about 4,100 million. In East Asia, the addition will only be about 500 million to the current 1,185 million largely because of dramatic slow down in China's birth rate as well as those in Japan and South Korea.

The UN experts said that "nearly nine-tenths of the projected 10.5 billion people will be living in developing countries. The poorest regions of the world - Africa and South Asia - will account for more than 60 per cent of the world's people. Meanwhile, the industrialized world's share of the world population will see a drop of today's 24 per cent to about 13 per cent".*

Increased population in the developing countries of Asia will further add to the vast number of people who will have to face the reality of dwindling resources and shortage of social services, and the adverse effects on quality of life.

Studies have shown that the decline in birth rates is linked to a variety of factors, including improved education, better employment opportunities for both men and women and in general to rising living standards - all of which are related to people's rationalization of their family size and the quest for better life.

This seminar, will of course concern itself only with education, specifically population education in the formal and non-formal education sectors, as these relate to the population policies of the Member States

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*Population Institute, "International Dateline" UN Plaza, New York.

represented in this Seminar. If, in fact, population education is to be an effective contribution of the education sector in solving population-related problems, all the formal and non-formal education programmes implemented by governmental, non-governmental, and voluntary organizations have to be well co-ordinated. We, of course, know that in many countries this is not the case. Formal population education programmes are often not coherent at different levels of the education system. Non-formal education, which is implemented by different government, non-government and voluntary organizations is invariably faced by co-ordination problems. Furthermore, formal and non-formal population education are often not viewed as complementary in content and approach. These are only some of the problems which render population education a quite inefficient and ineffective input into the multi-sectoral efforts of solving population-related problems.

I trust that the very distinguish participants in this meeting will be able to discuss the multi-faced dimensions of the problems and issues attendant to the co-ordination of formal and non-formal population education programmes, as most, if not all of you are practitioners actually experiencing co-ordination problems. E.F. Schumacher, the author of *Small is Beautiful* used to say "an ounce of practice is worth a ton of theory". More important it is hoped that innovative strategies for more efficient and effective linkages among different formal and non-formal population education programmes; and between formal and non-formal population education programmes could be arrived at in this Seminar.

Lastly, my colleagues, Dr. Ansar Ali Khan and Mr. L. Shivalingappa will be at your service in this Seminar.

Annex IV

CLOSING ADDRESS
by Dr. T.N. Dhar, Director
National Council of Educational Research and Training
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Valedictory addresses are difficult to give. Unlike inaugural speeches, where one begins, so to say, from a clean slate and suggests issues for consideration, valedictory speeches have no distinct role. And if one has not been a part of the entire process of deliberations, the task becomes much more difficult. It is, therefore, possible that what I say here will appear to be repetition transversing the same ground that you would have more ably covered. I seek your indulgence. After all, it is not always that one gets an opportunity to address a distinguished gathering like this.

The relationship between population and a nation's quality of life seems obvious and too simple to require any elaborate explanation. After all, given a loaf of bread, the share that each can get would be larger for two than for five. Similarly, with fewer numbers whose needs are to be met, per capita availability of health care, housing and educational facilities would be larger. Of course, this assumes an equitable distribution of economic and social power and also that such facilities are not specially concentrated.

While on the face of it the relationship is obvious, it is not always apparent for many. The larger the number of persons in a household, argue some, the greater the reservoir of productive energy. In farm families, every hand counts and contributes. Even in urban areas, in certain sections, every member of the family becomes, sooner or later, an earning individual, augmenting the meagre resources of the family. And for some, political base is determined by the number of followers and sympathisers.

It is no doubt true that in many families, every individual - male and female - contributes to the family's resources. However, the question is of timing. When does one become fully productive? Families have to wait for the potential earning power to become manifest. Till such time, the family has to invest to prevent infant mortality. It has to utilize resources for meeting the immediate needs of the growing child. Society has to create educational, health care and housing facilities. The larger the number the greater the magnitude of investments. What is more important to realize, particularly in the context of the conditions in developing countries, that for want of sufficient resources, even these facilities can be provided on sub-standard levels.

It is also important to realize that pregnancy prevents, at least for substantially long periods, participation in productive work leading to loss of earnings. The more such pregnancies, the more is the loss of woman-days, and the greater the investment in health care. They also have serious implications for the physical and mental health of the mother.

Children become economic assets only when they survive, grow and learn skills that production processes need. With inadequate per capita investments - which larger numbers result in - the chances of everyone's survival, growing up and learning productive skills are adversely affected. To be able to provide the infrastructure and the facilities that will guarantee survival and skills formation, it is the present which is important. And the more adequate the investments today, the more would be the returns tomorrow. It is in this sense that limitation of numbers, allowing larger per capita resources inputs becomes important. And it is this relationship that one needs to understand and appreciate.

That education plays an important role in planning the size of the family has been demonstrated time and again. The level of education attained by women becomes particularly important. A recent study made by B.N. Sarkar of the Indian Statistical Institute, Calcutta, indicates that educated women, in general, have lower family size. The study states, 'The illustrations quoted confirm the sample survey finding that educated women, in general, have lower family size. Family size decreases with advancement of education of women from Class V onwards. Number of live births have been found to be two only when education of women is raised to Class X'. The study provides important data in respect of Kerala which has the highest female literacy and female participation rates in education. Commenting on the situation in the /Kerala/ State, the study states: 'The State not only showed fertility reduction but also showed improvement of economic status of the rural population. This has been possible due to educational growth among Kerala women leading to a high level of family planning acceptance by Kerala couples'.

There have been, and probably are, apprehensions about population education programme. These apprehensions are partly sociological in nature. They also have political connotations. It is, however, heartening to note that the resistance to the programme is weakening. There is now, by and large, a general acceptance of the programme and its important for improving the quality of life. Any contrary development would have been surprising. By and large, men and women are reasonable. Given the proper approach they see the relationship and adopt practices with which they may not initially be familiar.

The content of population education and methodology of communicating information have been issues on which considerable debate has taken place. Should population education also contain information on contraception? Should it be in the form of a separate discipline or interwoven with different subjects? These are issues on which people

can take opposite stands. Such opposing stands indicate that people are interested as such in the programme although they may differ on the modalities of implementation.

It seems that basically the question is that of timing the delivery of information. At certain stages of development, children may not see the rationale for certain kinds of information. As they grow, and become mature, they are ready to receive information and perceive its applicational aspects.

There can be no finality about either content or approach. There are cultural variations. These are particularly noticeable in countries where diversities exist in life styles, thought patterns and modes of behaviour. Depending upon the context in which one operates - socio-economic and educational - there have to be variations in both content and approach. Certain social groups accept new ideas and incorporate them in their practices readily. Others wait till the utility of ideas has been effectively demonstrated. Social groups have adaptive mechanisms for accepting and incorporating change. Traditions of most cultures provide sufficient scope for acceptance of new ideas and modalities. What is important is to find out these mechanisms and processes so that new practices can be presented in traditional forms.

To communicate information in acceptable forms is the task of education. Innovative techniques of presenting content on the population-quality of life relationship require to be thought of.

India's project on population education presents an approach and an experience which we think is worth sharing. Similarly, the experiences that you have presented are significant and beneficial. This sharing of experiences is what matters. They enable us to look more critically and analytically on our approaches. They give us ideas on doing things in ways other than we have been used to. In this sense, mutual exchange of experiences is educative. It enhances learning. Increments in learning are as important as are the growing numbers which is the concern of the project.

Population education aims basically at making people aware that unchecked growth of population has serious implications for the prosperity of a nation, that it results in the pollution and degradation of environment and that it adversely affects the quality of life. This awareness, one expects as one does in respect of all educational activity, /results/ in behaviour modification enabling people to make wiser choices about the size of families. It also helps an individual to relate himself to the larger collectivity, the well-being of which depends upon the choices that individuals and individual families make.

In our country, textual and other materials have been developed. Substantial effort has been made to incorporate population-related materials in the syllabi of the formal education system. A large number

of personnel who have been entrusted with the delivery of messages and information have also been given training. Given the large numbers that have to be reached - a consequence of unchocked growth of population - these efforts have to continue and on a much larger scale. It needs to be recognized that the formal system does not cater to the educational needs of every child. In developing countries, a large number of children remain outside the reach of the formal system, by either not joining it or dropping out of it quite early. The battle of population education has, therefore, to be fought at many fronts - the formal, the non-formal and the informal.

From the point of view of population education, non-formal education would seem to be more significant. Non-formal education caters to the needs of those who are, relatively speaking, grown up and more mature. In many cases, they have already assumed the responsibilities and rules of adulthood. Information provided to them can be used by them immediately in making decisions. In this sense, population education inputs in non-formal education are likely to lead to more immediate returns. Unlike non-formal education, the formal system is easy to organize. There is the whole tradition and experience. Formal education has a well-defined structure and pre-determined tasks. Teachers know what they have to do, and students, with few exceptions, are aware of what is expected of them. A prescribed syllabus has to be covered and textbooks are already there to guide the activities of the teacher and the student.

Non-formal education, on the other hand, is unstructured with no well-defined and predetermined tasks. The student body - if it may be called so - is not homogeneous. It shows large variations - in age, in levels of maturity, in educational attainments and in expectations. There is no set syllabus. Those who are expected to organize it have no ready-made solutions. Experience is limited.

The desirability of establishing coherence and linkage between formal and non-formal education can be justified on many grounds. Firstly, whether formal or non-formal, objectives of education, including population education, cannot be different. Both aim at providing knowledge and skills and inculcating attitudes which are essential for a useful, socially conscious and productive citizen.

There is also the insistence that entry points of the formal system should be open and flexible. Only then would it be possible for a non-formal education product to join the system. Such an entry can be facilitated only when there is a broad equivalence in the level of educational attainment reached by students enrolled in the two forms. The experience of organizing non-formal education, although limited, has positively indicated that attainment of an equivalent level of education on the part of the student of the non-formal education centre is possible in a substantial way. Given this assumption and experience, it would be

important to ensure that there is convergence between what one does in formal education and what one learns at the non-formal education centre.

The objectives of population education provide coherence and linkage between formal and non-formal education. As I have stated earlier, the main purpose of population education is to generate an understanding of the relationship that exists between population growth and quality of life. While methodologies and materials may differ, in the light of the characteristics and expectations of the target groups, the basic objectives would have to remain similar in both systems.

It would be easier to develop a coherence between the two if one could lay down - as precisely as possible - the competencies that population education is expected to develop. These competencies could then be translated into specific knowledge, skill and attitudinal components. Whether for formal or non-formal, specific curricular and co-curricular activities could be designed for developing these competencies. That materials would in both cases have to be developed in relation to the life situations of the students needs no emphasis.

The other aspect of coherence would be the instructional methodology. To be effective, population education has to be taught non-formally or shall we say informally. The purpose is to help the target groups to see the relationship rather than that of giving a certain quantum of information. Children must be helped to analyse and synthesize. Solving of problems faced in everyday life would provide the most effective methodology for population education. All communities face problems, of food, clothing and shelter, of congestion and of malnutrition. These problems are, to a large degree, the consequence of larger populations in relation to the availability of resources. Children - younger in the formal school and older in the non-formal education centre - are aware of these problems. What they need to know is how manipulation of one variable - population - can help in solving them. Such instructional strategies as group discussion, study tours, demonstration, supervised learning, role playing, films, use of newspapers, etc. would be common to both. Whether they teach in schools or are posted to the non-formal education centres teachers have similar teaching styles. In dealing with materials on population education, it would seem necessary that orientation training given to them is of a standardized form so that they can, with ease, handle these materials in a formal class or non-formal education setting. Similarly the training of teachers in population education would be another point of convergence, or coherence - between formal and non-formal education.

Annex V

AGENDA

1. Inaugural session.

2. Election of officers.

3. Sharing of experiences on the coherence of formal and non-formal population education.

4. Problems/issues encountered and strategies used for linking different formal and non-formal population education programmes, and between formal and non-formal population education programmes.

5. Innovative strategies for more efficient and effective linkages among different formal and non-formal population education programmes; and between formal and non-formal population education programmes.

6. Consideration and adoption of the report.

Annex VI

ANNOTATED AGENDA

1. Inaugural session

2. Election of officers of the Seminar

The meeting will elect a Chairman, two Vice-Chairmen and a Rapporteur. The Secretariat of the meeting will be provided by the Unesco Regional Office for Education in Asia and the Pacific.

3. Sharing of experiences in the coherence of formal and non-formal population education

The participants will present their country papers for discussion highlighting the following points:

a) A brief account of the population situation and characteristics.

b) The role of population education in the realization of the population policy and/or national development goals.

c) Experiences in the coherence and linkages of various formal and non-formal population education programmes and between formal and non-formal population education programmes, taking into consideration objectives, content and methodology, organizational structure, target groups, personnel and other material resources.

d) Problems/issues encountered and strategies used for linking various formal and non-formal population education programmes and between formal and non-formal population education programmes, including description of means to overcome those problems; and innovative designs to strategies to enhance more efficient and effective linkages of various formal and non-formal population education programmes, as well as between formal and non-formal population education programmes.

4. Problems/issues encountered and strategies used for linking different formal and non-formal population education programmes, and between formal and non-formal population education programmes

It is expected that many problems/issues encountered and strategies used will emerge from the country reports. The problems/issues and strategies that concern most of the countries represented in the Seminar will be discussed and analyzed, with the aim in view of proposing alternative solutions for consideration at the national level.

5. Innovative strategies for more efficient and effective linkages among different formal and non-formal population education programmes; and between formal and non-formal population education programmes

Bearing in mind the problems and issues discussed and analysed in No. 4, strategies and innovative action programmes will be developed by two working groups, aimed at strengthening the coherence and linkages of various formal and non-formal population education programmes and between formal and non-formal population education programmes. The end-in-view of this exercise is to further enhance the contribution of population education programmes to the realization of the population policy and/or national development goals of the countries concerned.

6. Consideration and adoption of the report

The deliberations of the Seminar will be embodied in a report which will be considered under this agenda item.